



# புதுச்சேரி மாநில அரசிதழ்

## La Gazette de L'État de Poudouchéry The Gazette of Puducherry

### PART - I

சிறப்பு வெளியீடு

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GOVERNMENT OF PUDUCHERRY  
CHIEF SECRETARIAT  
ADMINISTRATIVE REFORMS WING

(G.O. Ms. No. 3/2013/A2/ARW, dated 2nd May 2013)

#### NOTIFICATION

The Lieutenant-Governor, Puducherry is pleased to formulate the Puducherry Union Territory Training Policy, 2012 to be adopted by all the Government departments/public sector undertakings/autonomous bodies, etc.

#### PUDUCHERRY UNION TERRITORY TRAINING POLICY, 2012

The Puducherry Union Territory Training Policy, 2012 has been formulated in line with the National Training Policy, 2012.

1. *Background.*— 1.1 The National Training Policy was issued in April 1996 through a set of operational guidelines for the development of the human resources of the Government. This followed the process of liberalisation of the

economy through delicensing and deregulation begun in 1991 and the 73rd and 74th Amendments to the Constitution, which took effect in 1993 thereby creating the third tier of Government at the Panchayat and Municipal levels.

1.2 These, along with other changes since then, such as rapid economic growth, devolution of funds, functions and functionaries to the Panchayats and Municipalities, enhanced transparency through the right to information, globalisation, climate change and extremism have created a complex and challenging environment in which the civil service has to function at a time when there are increasing expectations of its performance and ability to respond more efficiently and effectively to the needs of the citizens.

1.3 Over this period, the human resource management function has also undergone a significant change. Organisations are attaching tremendous importance to the management and development of their people. There is increasing recognition that the individual in an organisation is a key resource and should not be simply looked upon as a cost.

1.4 Government systems of personnel administration continue to focus largely on the rules and procedures governing the recruitment, retention and career development of the civil service. Systematic training of civil servants has continued to be mainly for the higher civil services with a large number of Group 'B' and 'C' employees receiving sporadic training, if any at all. With the creation of the third tier of Government, the training of functionaries in the Panchayat and Municipal bodies has become a critical concern.

1.5 For transforming the civil service, it is imperative to move to a strategic human resource management system, which would look at the individual as a vital resource to be valued, motivated, developed and enabled to achieve the department/public sector undertaking's mission and objectives. Within this transformational process, it is essential to match individuals' competencies with the jobs they have to do and bridge competency gaps for current and future roles through training.

2. *Competency framework.*— 2.1 Competencies encompass knowledge, skills and behaviour, which are required in an individual for effectively performing the functions of a post. Competencies may be broadly divided into those that are core skills which civil servants would need to possess with different levels of proficiency for different functions or levels. Some of these competencies pertain to leadership, financial management, people management, information technology, project management and communication. The other set of competencies relate to the professional or specialised skills, which are relevant for specialised functions such as building roads, irrigation projects, taking flood control measures, civil aviation, medical care, etc.

2.2 A fundamental principle of the competency framework is that each job should be performed by a person who has the required competencies for that job.

2.3 Training has usually been based on the duties that are to be performed in a particular post. There has been no comprehensive review or classification of all posts in accordance with functions that are to be performed and the competencies required thereto. Thus, the issue of whether an individual

has the necessary competencies to be able to perform the functions of a post has not been addressed. For moving to a competency-based approach, it would be necessary to classify the distinct types of posts and to indicate the competencies required for performing work in such posts. Once the competencies are laid down, an individual's development can be more objectively linked to the competencies needed for the current or future jobs. Career progression and placement need to be based on matching the individual's competencies to those required for a post. The training plan of each department/public sector undertakings needs to address the gap between the existing and the required competencies and provide opportunities to the employees to develop their competencies.

3. *Training objectives.*— 3.1 The objective of training will be to develop a professional, impartial and efficient civil service that is responsive to the needs of the citizens. In doing so, care will be taken to emphasise the development of proper ethics, commitment to work and empathy for the vulnerable sections such as differently abled, senior citizens, SCs, STs etc. The competency framework will be used to ensure that civil servants have the requisite knowledge, skills and attitude to effectively perform the functions they are entrusted with. The success of training will lie in actual improvement in the performance of civil servants.

4. *Training target.*— 4.1 All the civil servants irrespective of their cadre including Puducherry Civil Service/Puducherry Police Service Officers shall be provided with training to equip them with the competencies for their current post and subsequent promoted posts. Such training will be imparted as follows:

(a) **Induction training programme.**— Covering all the service rules relating to their job.

Phase - I for Group-A, B and C officers/officials (1)	Induction/foundation programme period (2)
Group-A, PCS, PPS	Six months - one year
Group-B	Six months
Group-C	Up to six months maximum

(b) Mid career training programme is to be given with the objective of improving the next level competencies of the officers at certain identified stages of their carriers in Group-A to C officials.

**Level 1:** Training programme has to be introduced to officers/officials who have completed 7-9 years of approved service in the entry cadre (Duration : 6 weeks).

**Level 2:** Training programme has to be introduced to officers/officials who have completed 10-12 years of approved service (Duration : 2 weeks).

**Level 3 :** Training programme has to be introduced to officers/officials who have completed 14-16 years of approved service in the subsequent cadre (Duration : 2 weeks).

**Level 4 :** Training programme has to be introduced to the officers/officials who have completed 18-20 years of approved service in the subsequent cadre (Duration : 3 weeks).

**Refresher :** Training programme has to be introduced to the officers/officials who have not attended level-4 training programme (Duration : 2 weeks).

4.1.1 There shall be compulsory two weeks orientation/refresher course on promotion to Group-A and Group-B posts, irrespective of having attended such courses earlier.

4.1.2 Course content will be prescribed in consultation with the concerned department and necessary orders will be issued. Requirements and relevance of the content shall be in line with the functional specialisation and need of the department as well as the officials.

4.1.3 Administrative training institute will also organise "Capacity Building Programmes" for State Civil Service Officers at an institute of high excellence keeping good governance, public service delivery, project appraisal and management etc.

4.1.4 Administrative Training Institute will organise "Training of Trainers" programme to enhance capacity for imparting quality training to officers.

4.1.5 Administrative training institute will organise, one week short duration workshop which will be compulsory for all Group-A and Group-B officials to attend once in four years in addition to Mid-career training/induction programme. Officers can select any of the programme in a block period of four years to attend.

4.1.6 A precondition may be appended in their order of appointment/promotion that successful completion of the various phases of the said training programme will entitle them for obtaining grade/scale/increment at various stages in the officials' career.

4.1.7 Departments may tie up with related institutions for imparting training to the employees of their department, say for example Health Department may tie up with Mother Theresa Institute of Health Sciences for imparting training to nurses and other paramedical staff and so on.

(c) Domestic funding of foreign training scheme of Department of Personnel and Training, New Delhi, is as well as other similar schemes of various cadre controlling authorities is very much necessary, so that officers have the opportunity to attend both long-term and short-term training programmes to develop indepth competencies in a range of subjects/areas or specific specialised subjects. This is particularly

important for officers who are likely to hold positions at the seniormost levels of Government, where they need to be aware of, and take into account, the broader global context in policy formulation as well as international best practices.

Administrative Reforms Wing, Chief Secretariat, will be the Nodal agency for deputation of officer for Foreign Training Programme (short-term and long-term) in association with the Department of Administrative Reforms and Public Grievances (TD), New Delhi .

*5. Role of departments/public sector undertakings.—* 5.1 Each department/public sector undertaking shall adopt a systematic approach to training and shall :

(i) Appoint a Training Manager who will be the nodal person for implementation of the training function in that department;

(ii) Create a training cell with HR and capacity building professionals to assist the Training Manager;

(iii) Classify all posts with a clear job description and competencies required;

(iv) Develop Cadre Training Plans (CTPs), based on the competencies required and training needs, for ensuring that all cadres under the department/public sector undertaking or its attached/subordinate offices have a clearly articulated scheme for the development of their competencies while also indicating the programmes that are mandatory;

(v) Link the training and development of competencies of individuals to their career progression and ensure this by suitably amending service rules/issuing administrative instructions;

(vi) Ensure that any non-training interventions that need to accompany training interventions are also taken up suitably;

(vii) Make the immediate supervisor responsible and accountable for the training of the staff working under him;

(viii) Incorporate an appropriate provision in any new scheme to ensure that suitable training is imparted for its proper implementation and sustainability;

(ix) Where feasible, use the services of the training institutions in developing the cadre training plans, outsourcing training, and/or providing advisory or consultancy services to the Ministry;

(x) Prepare an annual training plan for all the cadres under its control;

(xi) Implement the Annual Training Plan (ATP), by using the institutions under it or outside, so that the limitations on internal training capacity do not constrain the implementation of the training plan;

(xii) Allocate appropriate funds to enable the training to be carried out by institutions under its control or outside;

(xiii) Incorporate a separate section in the department's annual report on training and capacity building activities undertaken during the year;

(xiv) Provide induction training to new entrants and prepare and upload the induction material on the website of the department/public sector undertaking for easy accessibility;

(xv) Organise 'On the job' and 'In-house' training as may be required.

6. *Role of training institutions.*— 6.1 Government training institutions lie at the heart of the training system. They are the repositories of the expertise distilled from the real world. The quality and manner of their functioning has a direct impact on what their trainees imbue and take with them. They will continue to be the mainstay for training of civil servants. Given their role, it becomes imperative for them to become leaders in the process of enabling learning and change. The Government of Puducherry shall set up an autonomous Administrative Training Institute (Registered under Societies Registration Act) to fulfil the objectives of State Training Policy. Administrative Reforms Wing shall provide requisite grant-in-aid to meet its recurring and non-recurring cost.

(i) The ATI shall have the requisite staff, infrastructure and finances to perform their functions;

(ii) Move to becoming models of excellence in the quality of the training they impart and as learning organisations through a process of self-assessment and bench-marking;

(iii) Provide technical assistance and advice in preparation of annual training plans for the department/public sector undertaking and in outsourcing training (if so required);

(iv) Play a key role in assisting the departments/public sector undertakings in the process of shifting to a competency based-framework for training (as applicable);

(v) Assimilate technologies with a view to enabling learning anywhere, anytime or their clients;

(vi) Supplement their current programmes with distance and e-learning courses;

(vii) Conduct field studies and research as part of the process of becoming repositories of knowledge in the areas of their sectoral or functional specialisation (as applicable);

(viii) Provide advisory and/or consultancy services (as applicable);

(ix) Network with other institutions to share learning resources, experience and expertise;

(x) Facilitate the development of domain specific trainers and provide stability of tenure and opportunities for faculty development;

(xi) Ensure that all trainers who join the institute are deputed at the earliest possible opportunity to undergo programmes for 'Training of Trainers';

(xii) Maintain database of trained manpower for future reference;

(xiii) Give special focus on behavioural/attitudinal training.

*7. Trainer development.*— 7.1 The Trainer Development Programme (TDP) has been one of the most successful instances of transfer of learning under a donor project resulting in the development of a cadre of trainers. The concept of “once a trainer, always a trainer” that was enunciated in the National Training Policy, 1996 has aided its success. The Trainer Development Programme is, however, based on curricula and content developed over the last three decades. While the core principles of learning have not changed, there are new developments in the field of training techniques and particularly in the use of technology in enabling and facilitating training for large numbers of people. There is an urgent need to identify the current international best practices in training skills and techniques and develop a cadre of trainers in such skills/techniques. There is also a need for setting up a Learning Resources Centre (LRC), preferably on a suitable public private partnership mode so that sustainable indigenous capacity is built in this area.

7.2 Certification of trainers under the Trainer Development Programme has to be on a renewable basis related to their actually conducting a required number of training programmes and also attending courses meant for upgrading their skills.

7.3 While the Trainer Development Programme on training techniques and skills has evolved over the years, the development of domain specific trainers has largely been ignored. Given the plethora of training institutions in the diverse areas of Government functioning, it is desirable to develop cadres of trainers in different sectoral and functional specialisations. Different departments/public sector undertakings would need to take the initiative to develop such trainers in the areas of their responsibility.

7.4 The Sixth Central Pay Commission has proposed major incentives such as 30 per cent. training allowance, rent-free accommodation, etc. for Central Training Institutions for Group A Officers, in recognition of the importance of this function and to attract a wider range of officers to this function. National Training Policy recommended that State Governments provide similar incentives to the faculty of the State Training Institutions. Accordingly, Government of Puducherry shall provide 30 per cent. training allowance and rent-free accommodation for Administrative Training Institute, Puducherry for Group-A and B Officers (Gazetted).

*8. Foreign training.*— 8.1 Foreign training fills a crucial gap in the training system. It provides opportunities for officers to gain exposure to the latest thinking on different subjects in some of the leading institutions of the world. It exposes them to experiences and best practices of different countries with differing models of development and governance. Since 2001, the scheme of Domestic Funding for Foreign Training (DFFT) has become the main source under which officers are now sent for foreign training.

8.2 There is a need to continue and strengthen the DFFT scheme as well as other similar schemes of various cadre controlling authorities so that officers have the opportunity to attend both long-term and short-term programmes to develop indepth competencies in a range of subjects/areas or



specific specialised subjects. This is particularly important for officers who are likely to hold positions at the seniormost levels of Government where they need to be aware of, and take into account, the broader global context in policy formulation as well as international best practices.

8.3 Union Territory of Puducherry recognises the importance of foreign training for officers who are likely to hold senior position in the Government. Puducherry, with its international connections due to French legacy, is widely known in international fora. Therefore, its higher officials need to be aware of model global context of policy formulation and implementation as per international standards. Hence, Puducherry Government shall encourage foreign training wherever necessary, keeping in view, the core competencies needed.

9. *Funding.*— 9.1 Each department/public sector undertaking shall provide adequate funding to meet the training requirement.

9.2 The National Training Policy of 1996 had recommended that 1.5 per cent. of the salary budget be set aside by each department to be used solely for the purpose of training. Given the likely increase in the need for training by moving to a competency-based system, it is recommended that each department/public sector undertaking set aside at least 2.5 per cent. of its salary budget for training.

9.3 Each department/public sector undertaking shall allocate 2.5 per cent. of its salary budget for training purpose and the allocated amount has to be transferred to the training Head of Account of Administrative Reforms Wing, being the nodal agency for Training and the Administrative Training Institute under the control of Administrative Reforms Wing.

10. *Training for urban and rural development.*— 10.1 The 73rd and 74th Amendments of the Constitution resulted in a radical change in the status of the Panchayati Raj Institutions and Urban Local Bodies by prescribing constitutionally mandated devolution of powers and resources to them as the third tier of Government. These institutions are critical for the development of the rural and urban areas as well as delivery of many essential services to the citizen. The national level flagship programmes for rural and urban development have highlighted the need for capacity development in the rural and urban level institutions for effectively implementing the programmes.

10.2 Rural and urban local bodies' functionaries need to have the competencies to be able to perform their work efficiently and their training is, therefore, of paramount importance. As the officers of the I.A.S. and State Civil Services play an important role in the administrative set up at all levels, they need to be familiarised with grassroots institutions of rural and urban governance. As in case of attachment with other departments, the I.A.S. Probationers/Officer Trainees may be given 'hands on experience' of grassroot level administration in Panchayati Raj Institutions and Urban Local Bodies by placing them as Executive Officers of Gram Panchayats/Municipalities for a suitable duration. This arrangement may be made within the overall



framework of the recommendations of the 'Syllabus Review Committee' for the induction training. Similar attachments will included by the Union Territory Government for inclusion in the training schedule of probationers of the Puducherry Civil Services.

10.3 Suggested areas for capacity building in rural and urban development :

(i) **Rural development** : Rural sociology, rural development/welfare programmes, rural planning, agricultural marketing and agricultural finance, rural industries, role of non-Government organisations in rural development, rural cooperatives, conflict management in rural areas;

(ii) **Urban development** : Decentralisation and urban governance, urban land issues, urban environment, urban transport, urban planning and infrastructure development, urban poverty and social development, municipal accounts and finance , e-governance for urban development, renewable energy/tourism.

11. *Implementation and coordination.*— 11.1 A Union Territory Training Council, chaired by the Chief Secretary to Government, shall be constituted with the following composition for giving overall direction for the implementation of this policy.

#### **Union Territory Training Council**

1. Chief Secretary to Government	.. Chairman
2. All Secretaries to Government	.. Member
3. Additional / Joint Secretary to Government (ARW)	.. Member-Secretary.
4. Director, Planning and Research Department	.. Member
5. Director, Directorate of School Education	.. Member
6. Director, Local Administration Department	.. Member
7. Director, Directorate of Higher and Technical Education	.. Member
8. Chief Engineer, Public Works Department	.. Member
9. Registrar, Co-operative Department	.. Member
10. Superintending Engineer-I, Electricity Department	.. Member
11. Managing Directors of all Public Sector Undertakings	.. Member

11.2 For monitoring the implementation of the Union Territory Training Policy and taking appropriate steps to facilitate such implementation, there shall be a committee chaired by the Chief Secretary to Government and consisting of the Secretaries of the Departments of Urban Development and Rural Development, Department of Personnel and Administrative Reforms and Public Grievances with Joint/Additional Secretary (Training) as the Member-Secretary. This committee will meet biannually. The composition of the monitoring and implementation committee is as follows :

### Monitoring and Implementation Committee

- |   |                     |
|---|---------------------|
| 1. Chief Secretary to Government                  | .. Member           |
| 2. All Secretaries to Government                  | .. Member           |
| 3. Additional/Joint Secretary to Government (ARW) | .. Member-Secretary |

11.3 The Training Division of the Government *i.e.* Administrative Reforms Wing shall be the nodal agency for the implementation of this policy and shall issue appropriate guidelines to amplify and facilitate its implementation. The Administrative Reforms Wing will issue orders for setting up of Administrative Training Institute as the apex institute under the policy.

11.4 **Development of competency framework :** With the shift to development of a competency based framework for the management of the human resources including training, the training division would need to enhance its own capacity (in terms of staff and their competencies) to be able to provide the leadership in detailing the manner in which the work is to be done, providing guidance and handholding support to the ministries and departments and monitoring the progress so that the standards of quality in developing the competencies are adhered to and the task is completed in a reasonable period in a mission mode.

11.5 **Capacity building for national flagship programmes :** Ministries are scaling up their training activity and national flagship programmes such as the Jawaharlal Nehru National Urban Renewal Mission (JNNURM), Mahatma Gandhi National Rural Employment Guarantee Programme (MGNREGP), National Rural Health Mission (NRHM) and Sarva Shiksha Abhiyan (SSA), JNNSM are allocating large amounts for capacity building. In this scenario, it becomes even more important to ensure that such training/capacity building programmes are properly conceived, structured, implemented and their impact assessed so that the expenditure achieves the purpose it was meant to. The training division would need to take the lead in developing the competencies of the training managers in the departments so that they are better able to provide support and guidance to their departments in the design and implementation of capacity building schemes.

11.6 The training division needs to provide technical support to the departments concerned in the development of need based training schemes through creation/augmentation of training infrastructure, faculty development and outsourcing of training. Many states already have excellent infrastructure in the apex training institutes as well as SIRDs and SIUDs. With proper coordination, synergy can be created with the state ATIs so that capacities, which already exist, can be optimally utilised.

11.7 **Distance and e-learning :** Distance and e-learning provide unparalleled opportunities for meeting the training needs of large number of civil servants. The Administrative Reforms Wing/Administrative Training Institute shall take steps to tying up with IGNOU to facilitate distance learning in a wide range of subjects and courses. Technology provides the means to make available a vast resource of learning material and courses online providing

individuals with enormous choice and flexibility in learning. The Administrative Reforms Wing needs to take the lead to ensure that institutions make available training courses/material through an e-learning portal as well as through the more conventional modes of distance learning. The portal would be a platform to bring together the numerous Government and other training institutions for providing a single point of access to the repository of training resources. The Administrative Reforms Wing should also build up databases of the training resources available such as calendars of training programmes of different institutions, faculty in different subjects, etc.

#### 11.8 Capacity building :

(i) **Puducherry Administrative Training Institute (ATI)** : Government of Puducherry shall set up Administrative Training Institute as Apex Training Institution of Puducherry and shall empower them to play a lead role in coordinating training across sectors and departments. Further, the ATI shall be strengthened with adequate funds, infrastructure, manpower and decision making powers.

(ii) **Support from Administrative Reforms Wing** : The Administrative Reforms Wing Division continues to have an extremely important role in supporting the development of training capacity in the department. It needs to be provided with adequate funds for supporting need based training schemes as may be proposed by the departments. It should focus, in particular, on the following:

- (a) Supporting the creation of decentralised training infrastructure (at the district or regional levels) concomitant with the development of trainers at those levels;
- (b) Strengthening and empowering Administrative Training Institute (including improving the quality of selection of faculty and their development); and
- (c) Specifically supporting training of civil servants at the grassroots level, including Panchayat functionaries, to improve delivery of services by upgrading their skills and knowledge and improving their responsiveness in meeting citizens' needs.

12. *Monitoring and evaluation.*— 12.1 Monitoring and Evaluation (M&E) is a powerful tool to improve the way Governments and organisations achieve results. Research studies indicate that effectiveness of training and development is significantly increased if the monitoring and evaluation of training programmes is systematically undertaken. In the era of globalisation and competition, training cannot remain an act of faith. It needs to demonstrate the returns on investment.

12.2 Evaluating the effectiveness of training is a very important but difficult aspect of training administration. Often, the evaluation in training institutions is limited to post-course questionnaires inviting trainees to comment on the course, trainer and training material. This cannot give a fair measure of whether investment in training is justified. Consequently, there is a need to

embed comprehensive impact evaluation in the training eco-system where evaluation is not confined to the quality of training programmes or the learning derived by the participants but also evaluates changes in the job behaviour that resulted from the programme and its impact on organisational effectiveness and improvement in the satisfaction level of clients/citizens.

### **12.3 Role of Administrative Reforms Wing :**

(i) Monitoring the implementation of Union Territory of Puducherry Training Policy, 2012.

(ii) Maintain a database of training and development activities undertaken by various departments/public sector undertakings.

(iii) Issue advisories from time to time so that training programmes are conducted based on 'Systematic Approach to Training' and build capacity of the departments/public sector undertaking and training institutions in the area.

(iv) Ensure that training managers are appointed in all Government departments/public sector undertaking, build their capacity and work in close coordination with them.

### **12.4 Role of Department/Public Sector Undertaking :**

(i) Develop a Training Management Information System (TMIS) to facilitate training and development activities of the department/public sector undertaking.

(ii) Undertake benchmarking/evaluation study of training institutions under the control of department/public sector undertaking to mould them as centres of excellence.

(iii) Commission surveys/studies to measure the clients'/customers' satisfaction level on the services delivered by the department/public sector undertaking.

(iv) Review the implementation of the annual training plan, cadre training plan and the functioning of training institution(s) under the department/public sector undertaking (including attached/subordinate offices) and in particular to look at the:

- (a) Utilisation of training capacity;
- (b) Quality of training conducted;
- (c) Adequacy of the physical and training infrastructure, faculty, finances and delegation of powers for carrying out the institutes' mandate;
- (d) Training of the Group 'B' and 'C' staff, particularly those at the cutting-edge level (as may be applicable); and
- (e) Proper selection and development of faculty, incentives for them and stability of their tenure. The conduct and character of the selected faculty should be demonstrative of the ethics and values taught in the classroom.

**12.5 Role of Administrative Training Institute, Puducherry :**

- (i) Keep track of latest and international trends in training and development and replicate/assimilate them in Indian context.
- (ii) Constantly hone and upgrade the skills of trainers/faculty members in the new and emerging training techniques and methodologies and assess/review their performance as trainers/faculty.
- (iii) Constantly review and modify curricula, content and training methodologies to take account of training feedback and the needs of clients;
- (iv) Put in place a rigorous system of evaluation of training programmes and assessment of their impact on individual's performance overtime; and
- (v) Conduct evaluation studies to assess the impact of training programmes conducted by it on organisational performance.

**M. SATHIYAVATHY, I.A.S.**  
Chief Secretary to Government.

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